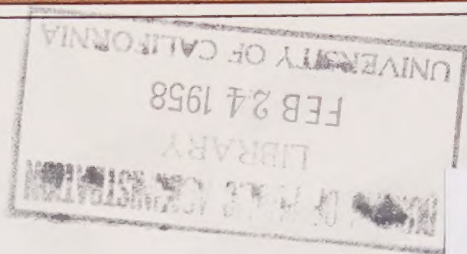


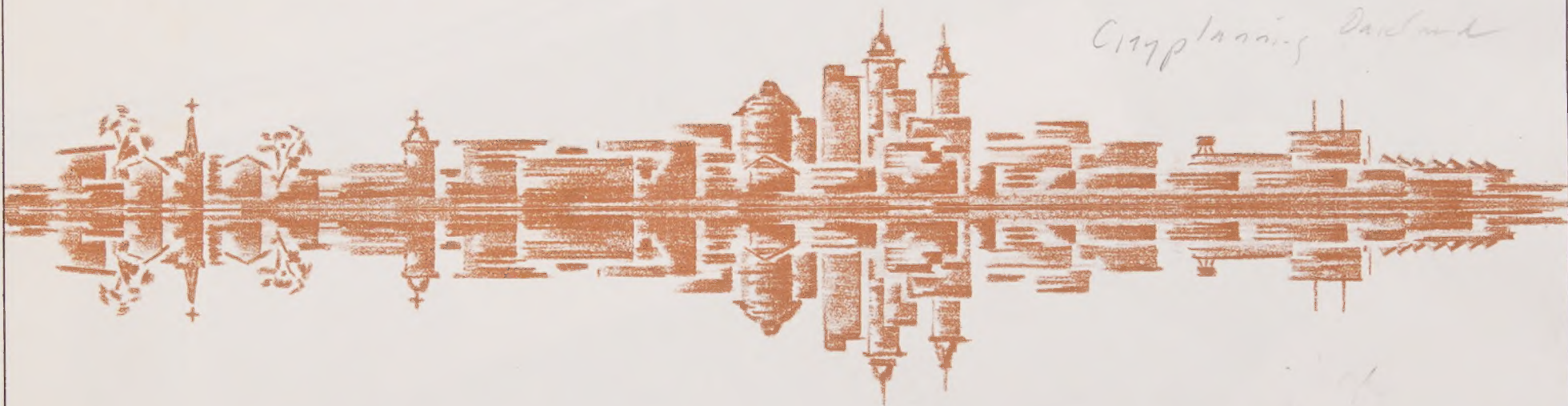
PRELIMINARY

OAKLAND GENERAL PLAN

CITY PLANNING COMMISSION—OAKLAND, CALIFORNIA—1958



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City planning Oakland

PRELIMINARY
OAKLAND
GENERAL PLAN

CITY PLANNING COMMISSION—OAKLAND, CALIFORNIA—1958

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CITY OF OAKLAND
CALIFORNIA
CITY PLANNING COMMISSION

To the Citizens of Oakland:

This is a plan for Oakland's future. The text and maps on this side of the sheet and the large map on the reverse together constitute the Oakland General Plan as proposed by the City Planning Commission.

In past years, the Planning Commission has published other physical plans called sections of the Master Plan. They have been adopted by the City Council and have served to establish policy for major street and freeway construction, civic center development and other matters of concern to everyone in Oakland. This General Plan for the first time integrates previous plans and important new plans into a comprehensive scheme showing the proposed street and freeway system, uses of land, population densities and the major public facilities to serve the people of Oakland in the future. It is a general plan because it outlines a pattern for city development in broad terms rather than in specific details.

The need for such a plan is clear. Each time an individual or a public agency constructs an improvement, however small, the city changes. The General Plan will guide such change so that Oakland can become a better place in which to live and work. It will influence the decisions of individuals; it will serve as a policy guide for the City Council and city departments; it will become the foundation of various laws and programs such as zoning and urban renewal.

In formulating the Plan, the first need was to determine the goals Oakland should set for itself over the next 25 years. The General Plan incorporates four goals proposed by the Planning Commission in the report *Oakland's Future*. These goals are:

To advance Oakland's position as a regional center of commerce, industry, recreation and culture beyond that which could be supported by Oakland citizens alone.

To create attractive, safe and convenient neighborhoods with good housing and adequate schools, parks, recreation centers and other needed facilities.

To provide for the safe, fast and efficient movement of people and goods within Oakland and between Oakland and other parts of the region by an integrated system of streets, freeways, public transit and other transportation facilities.

To achieve a high standard of beauty in all future development and to preserve the natural beauty of Oakland's setting.

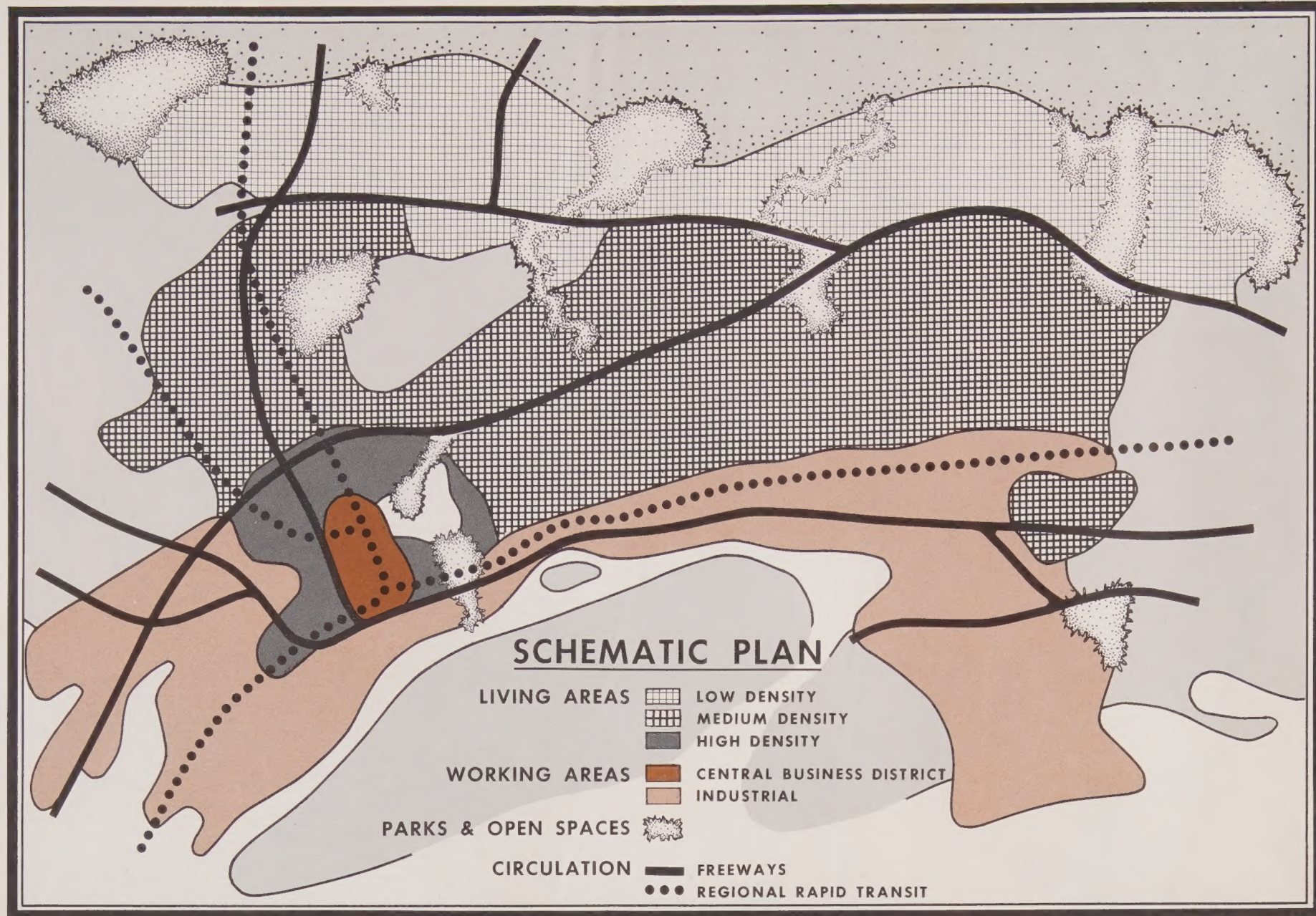
The Planning Commission believes these goals are both worthy and possible of attainment, and that this plan, translated into action, will advance us toward the goals.

Over the coming months, the Commission intends to meet with as many citizens as possible to review and discuss the Plan. Following these meetings the Plan will be revised if necessary to reflect the wishes and desires of the people of Oakland. It will then be presented to the City Council for adoption as an official policy guide.

That is just the beginning, however. To be effective, the Plan must be regularly reviewed to make sure that it reflects changing conditions. Above all, its effectiveness must be measured in terms of the continuing active support of every interested citizen of Oakland.

Sincerely,

Edward S. Waldie
Edward S. Waldie, Chairman
Oakland City Planning Commission



SUMMARY

The drawing to the left represents in schematic fashion the pattern of future development proposed in the Oakland General Plan. It illustrates the basic requirements for Oakland's growth as a regional center: a well-developed central business district, an extensive industrial area, and an efficient transportation system for movement by air, water, rail and highway. The schematic plan shows the way in which these functions should be related to the future pattern of residential areas and major recreation facilities.

Because of its size and geographic location, and the historical pattern of relationships to the region that has developed, Oakland performs important regional as well as local functions. These include retail and wholesale distribution, administrative and manufacturing activities—some shared with San Francisco, some Oakland's unique contribution to the region. Just as transcontinental rail and deep-water port and storage facilities are crucial to industrial growth, so too are the regional freeway and rapid transit systems essential for transporting shoppers and workers to the Central Business District and industrial areas. Oakland's growth as a regional center will require maximum exploitation of the city's unique competitive advantages in the region and the Pacific area.

The schematic plan illustrates an important principle of city development: the separation of living areas from working areas. More than two-thirds of the area of the city is planned as living area: neighborhoods of homes together with their schools, parks, churches, shopping centers and other facilities. As the primary areas for the development of wholesome family life and the education of youth, these living areas must be designed for beauty, safety and quiet, and protected against the noise, traffic and confusion found in working areas.

Working areas occupy the remaining third of Oakland's land. These commercial and industrial areas function best if not hampered by residential development in their midst. For this reason, the General Plan delineates major living areas and working areas and draws a boundary between them.

The Central Business District is the commercial, administrative and cultural heart of Oakland. Because its successful functioning depends on a concentration of activities in a limited area, its actual size understates its local and regional significance. Industrial activities—manufacturing, wholesaling and warehousing—occupy the balance of the working area. They are situated on level lands along the Estuary and Bay and are well served by rail, highway, ocean and air transportation. Planning for the expansion of much of the industrial area is the responsibility of the Port of Oakland. Port plans are incorporated in the General Plan and integrated with plans for the rest of the city.

The schematic plan illustrates Oakland's enviable setting: a growing urban area with San Francisco Bay on one side and regional parks and watershed hill lands on the other. Fingers of open land reach into the city from the hills while the Bay has reached into the heart of the city to form Lake Merritt. Preservation of this natural beauty is one of the four goals of the General Plan.

Land allocations for working areas and residential densities in living areas have been based on an expected population of one half million by 1980. With the explosive growth of the Bay Area, it is possible that such an increase—one quarter again Oakland's present population—may be reached before this date. If Oakland wishes to encourage a more rapid population growth, the Plan will be adjusted accordingly.

CIRCULATION

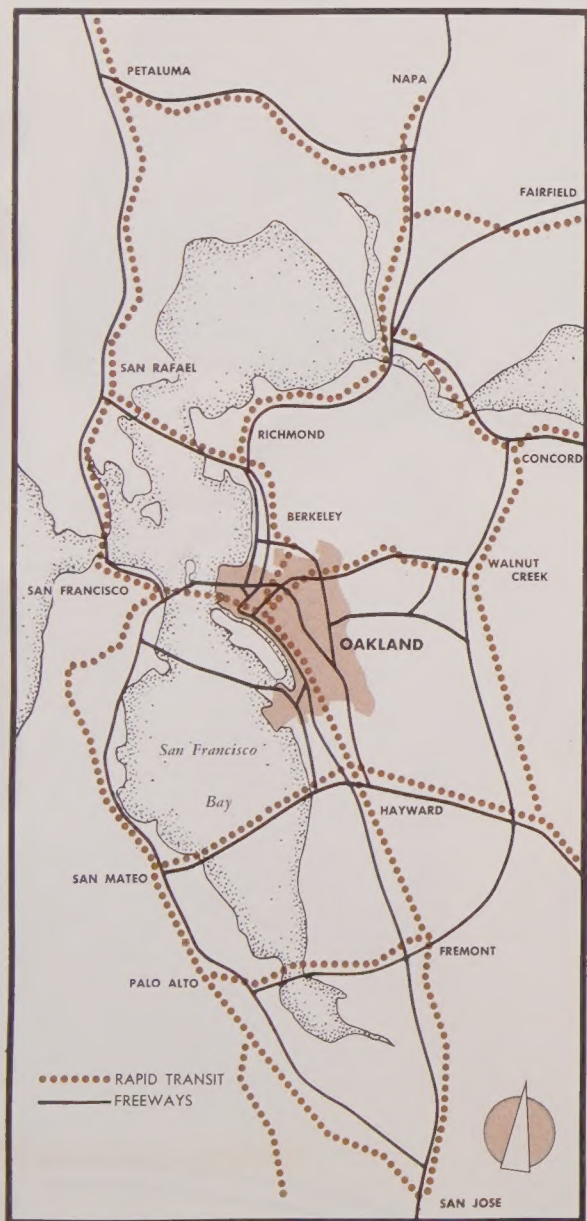
The development of a transportation network for the safe, fast and efficient movement of people and goods is one of the four goals of the General Plan. Such a transportation system, coordinated with a regional network, will enable more people to participate in the economic, social and cultural activities of Oakland. This is essential to yet another goal of the Plan—that Oakland strengthen its position as a regional center in the Bay Area.

The proposals contained in this Plan deal with major streets, freeways and regional rapid transit. They are based on considerations of how best to move people and goods within Oakland and throughout the Bay Area. Proposals concerning local transit, rail and ocean transportation and terminals, airports and heliports will result from future studies. When these facilities are within the Port Area, studies will be undertaken in cooperation with officials of the Port of Oakland.

MASS TRANSIT

The General Plan incorporates the proposals of the San Francisco Bay Area Rapid Transit Commission for a region-wide transit system, except that some station locations differ slightly from the Transit Commission plan to better serve proposed shopping centers and other major activity centers in Oakland. The East Bay portion of this system has four main lines with downtown Oakland as a hub. One line serves Berkeley and Richmond; a second extends through the hills to serve the Concord area; a third provides service to Southern Alameda County and a fourth links central Oakland with San Francisco and lines on the west side of the Bay.

Local transit, primarily buses, should be integrated with regional transit to act as a local feeder for this system as well as to provide comprehensive service within the city. The proposals contained in this plan supersede the now-outdated proposals of the *Transit Facilities* section of the Master Plan, adopted by the Planning Commission and City Council in 1947.



FREEWAYS AND MAJOR STREETS

The freeway and major street system shown in the General Plan is a modification of the *Freeways and Major Streets* section of the Master Plan adopted in 1948 by the Planning Commission and the City Council.

The 1948 plan has served as a general guide to millions of dollars worth of improvements in the State highway system and local streets within the City of Oakland over the past ten years. Inevitably during this period there have been deviations from the plan, policies have changed and the need to integrate streets and freeways with other elements of city development has suggested other desirable modifications. The proposals of the General Plan, therefore, represent a revision and updating of the 1948 plan of Freeways and Major Streets.

In the near future a complete restudy of major streets and freeways should be undertaken by the city, based on up-to-date traffic projections. The proposals developed from such a study should balance engineering considerations with many other factors important to achieving the goals set for Oakland.

The General Plan establishes the following policies to guide the development of major streets and freeways:

- Where appropriate and possible, freeways and major streets should be developed as parkways with landscaped borders and center dividing strips.
- Freeways and major streets should be so located as to skirt rather than cut through residential neighborhoods. Freeway on-and-off ramps should connect with major streets rather than residential streets.
- Although all freeways are designed and constructed by the California Division of Highways, the City should continue to work closely with the State in determining precise routes and design.
- Expressways with median strips and limited access from cross streets and abutting properties should be used for principal arterial routes where full freeway treatment is not justified.

- The improvement and development of major streets should be coordinated with urban renewal projects wherever possible.
- Within the Central Business District through traffic should be kept to a minimum so that downtown streets may be reserved for their most important functions: to provide vehicular and pedestrian access to abutting buildings, and to carry public transit vehicles.

The map on the panel to the right illustrates the proposed circulation system. The most important changes in freeways and major streets from the 1948 plan are listed below.

Freeways

Several new freeways are proposed in the Plan. They are:

Warren (Mountain) Boulevard. This was shown as a major street in the 1948 plan.

Shepherd Canyon Freeway. That portion of Park Boulevard running through Shepherd Canyon to connect by tunnel to the Moraga area has been changed from a major street to a freeway.

Berkeley Freeway. A freeway through Berkeley connecting Warren Boulevard to the Eastshore Freeway is shown schematically in accordance with the Berkeley Master Plan.

Southern Crossing Approach. The freeway system incorporated in the present Southern Crossing legislation has been added to the Plan. This includes the Hegenberger Road Freeway.

Outer Eastshore Freeway. A freeway north of the Bay Bridge is proposed to parallel the present Eastshore Freeway three-fourths of a mile further into the Bay in connection with future tideland fill.

Other changes in the freeway system are:

A freeway connecting with the Grove-Shafter Freeway at 47th Street and running into Berkeley has been eliminated.

The Grove-Shafter Freeway has been extended south from Grand Avenue to connect with the Eastshore Freeway.

MacArthur Freeway has been rerouted north of Mills College to connect with Warren Boulevard.

Major Streets

New major streets shown in the Plan are:

Oakland Avenue. This is shown as a major street north of the MacArthur Freeway.

The Embarcadero is extended from Fifth Avenue to Maritime Street to form an industrial highway around Oakland.

Portions of MacArthur Boulevard, Grove Street, Cypress Street, and Bancroft Avenue, shown as freeways on the 1948 plan are now shown as major streets. This is because freeways in these areas will follow separate alignments.

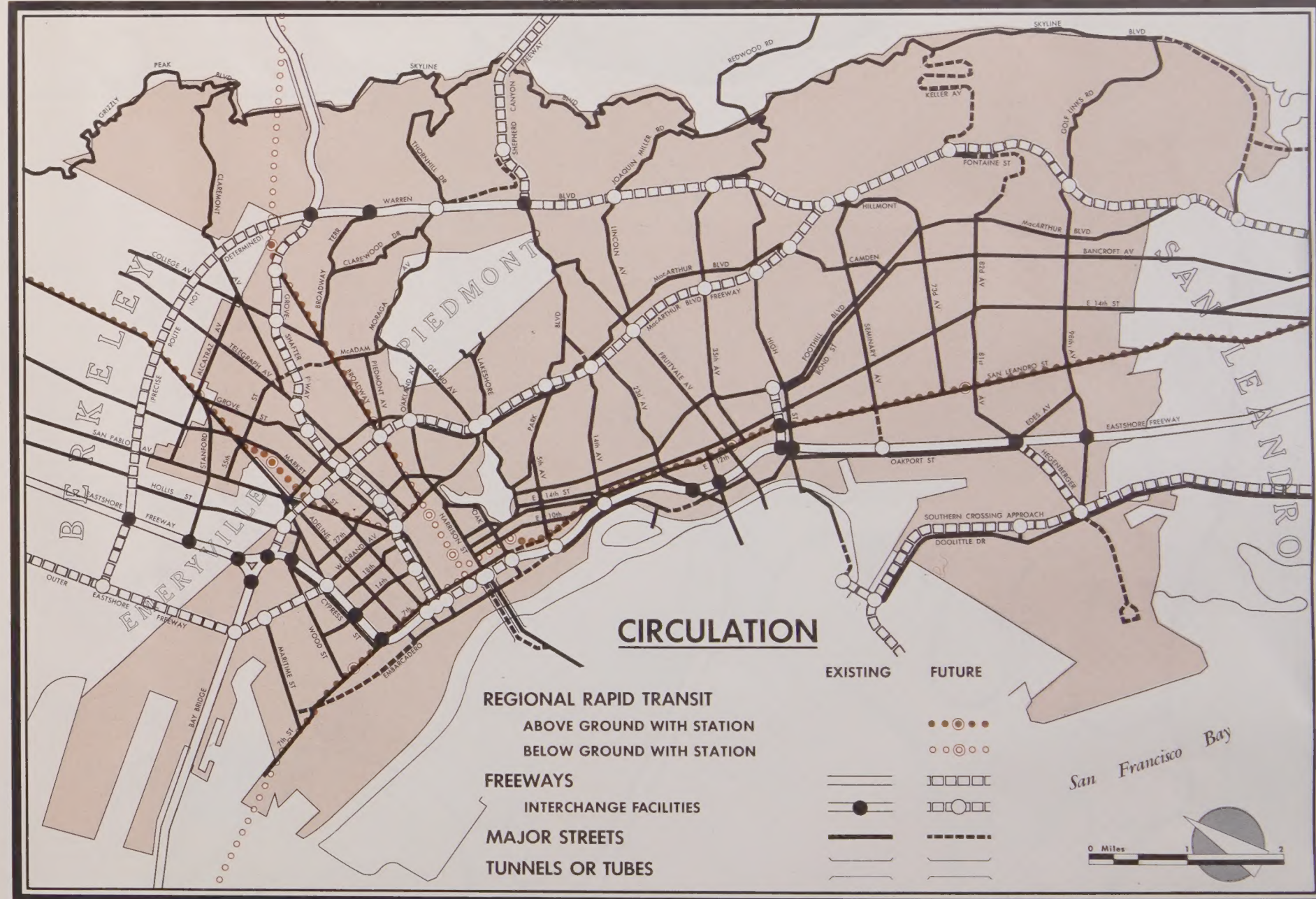
The major street proposals of the 1948 plan which have been eliminated from the General Plan are:

All streets within the Central Business District. A major street plan for this area will be developed in conjunction with a scheme for the improvement of the district.

The Foothill Boulevard Bridge across Lake Merritt.

Richmond Boulevard. Oakland Avenue partly supplants the need for this street.

The distinction between four and six-lane freeways and major streets contained in the 1948 plan has been eliminated because such distinctions are outside the scope of the General Plan.



LAND USE

The amounts of land devoted to industrial, commercial and residential uses in Oakland and the location of these land uses are an important determinant of the kind of city Oakland will become. To attain the goals set for the city these determinations must be based upon the most efficient and appropriate land use for any given area as well as the most satisfactory interrelationship between different land uses. Although major land uses are discussed separately below, they must be viewed as part of an integrated design.

COMMERCIAL AREAS

Oakland's commercial areas provide goods and services to residents of Oakland and to people throughout the metropolitan region. The efficiency and prosperity of these areas is important because commerce, as a major source of employment, is vital to the expansion of Oakland as a regional center, and because through tax revenues, commercial areas help the city provide needed services and facilities.

The Plan proposes the following policies to guide the development of commercial areas:

1. Related and compatible businesses should be grouped together in suitable and properly located areas.
2. Incompatible non-commercial uses should be eliminated from commercial areas.

3. Attractive and stimulating surroundings should be provided to make all commercial areas more enjoyable places in which to shop and work.
4. Improved accessibility and adequate parking and loading facilities should be developed in all commercial areas.
5. Commercial areas should be developed in such a manner that they do not harm adjacent residential areas.

Three types of commercial areas are considered in the General Plan: the *Central Business District*, *shopping centers*, and *general commercial areas*.

The Central Business District

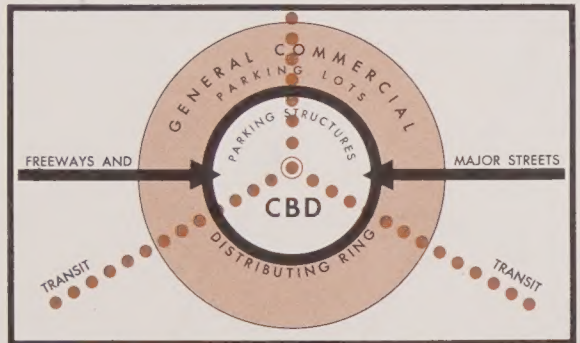
The most important commercial area in the city is the Central Business District. It is important in terms of jobs, taxes and the enormous public and private investment in the area. It is, as well, a symbol for the entire city.

Oakland's Central Business District is the center of many different activities. Located here are central offices for manufacturing and commercial firms, professional offices, banking, insurance and real estate firms, retail stores of all types, restaurants, hotels and clubs, and governmental and semi-public services.

With the growth of Oakland as a regional center, the Central Business District will become even more important as a place of employment; new executive, administrative and financial activities will locate downtown. Moreover, the increased business population will attract additional restaurants, hotels and clubs, and will tend to strengthen the retail function of the Oakland Central Business District.

The following policies should guide the improvement of the Central Business District:

1. A concentration and intensification of activity within a limited area should be encouraged. Study indicates that expansion over the next 25 years can be accommodated within the present area of the Central Business District since much of it is not intensively developed. Such concentration will result in efficiency and convenience and can also increase the glamour and excitement characteristic of the downtown areas of big cities.
2. Easy and convenient access should be provided. Public transit, both local and regional, should deliver passengers to the heart of the central district. A distributing ring of major streets should surround the downtown area which will funnel traffic from freeways and major streets into well-located parking facilities. Centrally-located parking structures should be provided for shoppers and other short-time users; outlying lots should be available for all-day parkers.



This diagram illustrates some principles which should guide downtown improvement.



Shopping Centers

Throughout the residential areas of Oakland commercial facilities have developed to serve the daily shopping needs of Oakland residents. In many locations stores and businesses have grouped together to form "shopping centers." A typical shopping center will contain a food market, a drugstore, a variety or hardware store, a laundry and dry cleaning outlet, and may offer many other goods and services depending on its size and the extent of its trading area. The shopping centers shown on the General Plan include (1) those centers now existing; (2) other commercial areas which should be expanded to become shopping centers; and (3) several completely new centers in

parts of the city where new development or redevelopment will take place. Many small individual stores are not shown on the plan map. These are considered to have neither the location nor the market to develop as complete shopping centers; they may, however, continue to serve a useful function for an indefinite time.

The development and improvement of shopping centers should be guided by the following policies:

1. The size and design of shopping centers should be determined by pedestrian convenience. A shopper should be able to walk easily from parking area to the center, and from one part of the center to another.
2. Higher density residential development should be encouraged around shopping centers so that more people may walk to shop and so that the market for goods provided by the center will be increased.
3. Merchant groups should be encouraged to initiate improvement programs to make their shopping centers more attractive and more efficient. Such programs could include landscaping, architectural and sign controls, and the provision of off-street parking and loading facilities.

General Commercial Areas

"General commercial" is the term applied to all commercial activities that function best in areas other than the Central Business District or shopping centers. Many different types of activity are included in this category—for example: auto sales and servicing, warehousing, wholesaling, commercial services and various kinds of specialized retail establishments.

General commercial areas develop in two distinct patterns: as a district peripheral to centers of commercial and industrial activity; and as a "strip" along major streets. The area surrounding the Central Business District in Oakland is an example of district development. Many firms locate here to serve businesses within the Central Business District.

Examples of strip development can be noted along several of Oakland's major streets. Many firms select a commercial street location because their customers arrive by auto or truck.

A conflict develops on commercial streets between their function of carrying large volumes of through traffic and their function of providing access to various businesses. Only during peak traffic periods, however, does the situation become acute. Since most firms are able to operate successfully despite rush-hour congestion and since the freeway and rapid transit systems are provided for fast-moving peak-hour travel, the commercial street pattern is recognized and continued in the General Plan.

INDUSTRIAL AREAS

Vast industrial growth is expected in California in future years. The San Francisco Bay Region must get a substantial amount of this new industry if it is to maintain its position as a center of West Coast production and shipping. Oakland enjoys an advantageous position in the Bay Region, performing specialized functions that only a large central city can perform. Oakland offers a diversity of labor skills. It is the center of a vast western market and Pacific Basin market. It is close to large educational and research facilities. Oakland offers a broad variety of materials, goods and services essential to the functioning of the business community. Oakland owes this position to the fact that as a large center it facilitates circulation—circulation of goods, circulation of people and circulation of ideas.

An important industrial asset, then, is a highly desirable location. The Port of Oakland provides excellent facilities for ocean shipping. The newly expanding Oakland airport will accommodate the largest and fastest airplanes now foreseen. Intercontinental rail and regional highway transportation are already highly developed and will be further improved. Regional rapid transit will bring employees with a variety of skills from all parts of the Bay Area.

The strengthening of Oakland's role as an industrial center will benefit the city and ultimately the entire region in many ways. Important new industries will attract related industries and commercial development. Industrial growth will stimulate the Central Business District as an office and administrative center. More jobs will be created for Oakland residents and workers from neighboring communities. Increased payrolls will support Oakland merchants and businessmen. Increased municipal revenues will make possible improvements for the benefit of everyone in Oakland.

Oakland's strategic location provides a sound foundation for industrial growth. The General Plan seeks to foster that growth through reservation of sufficient, well-located land, served by necessary utilities and transportation, and protected by appropriate zoning and building regulations.

The Port of Oakland will play an important part in Oakland's industrial expansion, since more than three-fourths of the city's potential industrial land is under its jurisdiction. The Port's long-range plans for the development of this land are incorporated in the General Plan which modifies the *Shoreline Development Plan* adopted in 1952.

Present and anticipated industrial development in Oakland consists primarily of small-to-moderate sized plants for manufacturing, shipping and warehousing. Industrial growth will occur in West Oakland and along the strip of land bordering the Estuary and San Leandro Bay where industry is presently established.

Outside this major industrial area are small industrial "pockets" scattered throughout the city (the Plan maps show only areas approximately ten or more acres in size). Many of these small industries, now surrounded by residential development, should be relocated in the industrial area in the interest of more harmonious and economical land use.

How Much Industrial Land?

Nearly 3,000 acres of additional industrial land are provided in the Plan. This amount, more than twice the acreage required merely to maintain in the future Oakland's present industrial position, reflects the Plan policy of promoting Oakland's growth as a metropolitan industrial center. This "reserve" of industrial land will allow the maximum variety of industrial locations at competitive prices.

Most of the future industrial acreage is in low-lying areas under the jurisdiction of the Port of Oakland. Unified control plus the ability to undertake long-range planning and development should enable the Port to provide sites well-fitted to future industrial demands. The balance of the land, some 600 acres, is now vacant or occupied by scattered residential uses within the industrial area. Because of its location in relation to transportation and existing industry, this land is planned for future industrial use.

Policies for Industrial Development

The following policies for industrial development are proposed:

1. Adequate utility services and access to transportation facilities should be provided in all industrial areas.
2. The provision of adequate space for off-street parking and loading should be encouraged.
3. Buffer areas, formed by some combination of off-street parking, general commercial uses and parks or parkways, should separate industrial areas from residential areas.
4. Industrial parks, with attractive site planning, landscaping and building setback and coverage controls, should be provided to attract high-quality industrial development.
5. Industrial nuisances such as smoke, dust, odors and noise should be controlled by adequate zoning.

RESIDENTIAL AREAS

For every four people who live in Oakland today, five will live in Oakland 25 years from now. This represents a population increase of 100,000 above Oakland's existing 400,000 population.

The General Plan is concerned with the quality of the residential environment in which these half-million citizens will live. One of the four goals of the Plan is to ensure that every residential area of the city is of a high quality. The Plan is further concerned with how this population will be distributed throughout the city and with desirable population densities.

Providing a Good Residential Environment

Residential areas should have the following qualities:

1. *Attractive appearance.* All residential areas should be attractive with well-designed and well-maintained structures, off-street parking and attractive landscaping.
2. *Sound structures.* Each residential structure should be properly built and be maintained in good repair with proper sanitary and safety facilities.
3. *Lack of overcrowding.* To provide adequate light, air and privacy, neither overcrowding of accommodations within structures nor overcrowding of structures on the land should be permitted.
4. *Safe streets.* Local residential streets should carry only traffic having a local destination. Fast through traffic should be confined to major streets and freeways.
5. *Adequate facilities and services.* Each residential area should be adequately served by such facilities and services as schools, parks and recreation areas, shopping centers, churches and transit.
6. *Freedom from incompatible land uses.* Residential areas should be protected against activities which produce excessive noise, dirt, odors, or which generate heavy traffic.

To the extent that these qualities are lacking in an area, it is said to be *blighted*.

Over the coming years, Oakland must face the tasks of eliminating existing residential blight and preventing deterioration of residential areas, as well as ensuring that new development meets high standards of quality.

Providing a good residential environment for everyone living in Oakland is important for humanitarian reasons and also because tax revenues and the economic growth of the city are affected by the quality of the city's neighborhoods.

Today deterioration in some areas of the city has reached a point where nothing short of demolishing existing structures and rebuilding will eliminate blight. This is called *redevelopment*.

Many other areas of the city lack qualities essential to a good residential environment. Renovation of existing structures, the addition of needed public facilities and services and the elimination of blight-causing conditions should be undertaken. This is called *rehabilitation*.

Even areas that are considered "good" today are not safe from the intrusions of blight. A program of conservation to maintain and improve these areas is also necessary.

Although the improvement of Oakland's residential areas will be a costly process, Federal financial assistance under the *Urban Renewal* program is available to the city. As much as three-fourths of the costs of Urban Renewal can be met in this way.

Population Density and Distribution

The most important public contributions to the quality of residential areas are the provision of adequate schools, parks and recreation areas. All these facilities represent major expenditures and must be planned and programmed long in advance of actual construction.

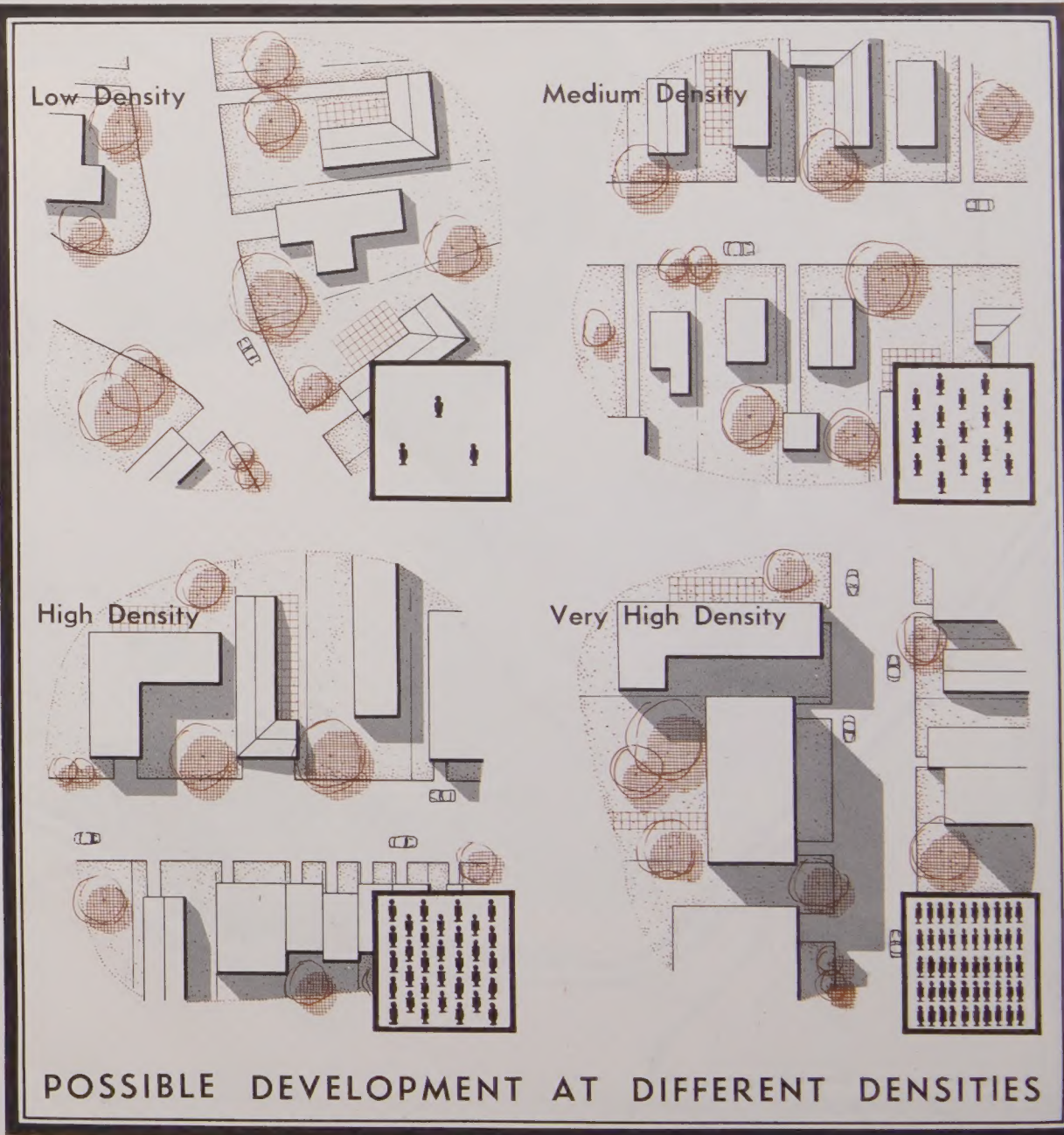
When the number of people who will live in a given residential area is known the size and location of such facilities can be intelligently programmed. A major purpose of a population density and distribution plan is to provide this information.

Another important purpose of such a plan is to assure that residential land is developed to an intensity suitable to its locational and physical characteristics.

The population density pattern proposed for the city is established within four broad categories, ranging in density from 10 to 300 persons per acre of residential land.

1. *Very High Density.* A density of 300 persons per acre is proposed for the downtown section and extending eastward to the shore of Lake Merritt. This area will have excellent transportation service and is within walking distance of places of work and major shopping, cultural and recreational facilities.
2. *High Density.* West Oakland and the area north and east of Lake Merritt are proposed for high density development of 100 persons per acre. These areas have many of the location advantages of the very high density area.
3. *Medium Density.* The largest part of the level area of the city is proposed for a medium density of 50 persons per acre. Development may vary from apartments near downtown to single family dwellings and duplexes in less accessible areas.
4. *Low Density.* Most of the hill area of Oakland is planned for an average density of 10 persons per acre. Desirable single-family neighborhoods can be developed on this steep and rolling land although it is unsuitable for higher-density projects except on a very limited scale.

Within each category, many variations of density and building types may occur. Development may range from single-family dwellings on large lots to multi-story apartments as long as an average density within any neighborhood is maintained. The illustrations to the right indicate residential development that might be expected within each density category.





CIVIC FACILITIES

While Oakland has many excellent educational, cultural and recreational facilities, they do not meet today's needs. In 20 to 30 years — with the anticipated doubling of regional population, a shorter work week, longer vacations and holidays, and more income — new and expanded parks, playgrounds, schools and cultural centers will be even more necessary.

The General Plan is concerned with the number of facilities needed and with their location. It proposes policy, principles and standards for the expansion of existing civic facilities and the development of new ones. Proposals contained in this section have been evolved in close cooperation with the Park Department, the Recreation Department, the Schools and the Port of Oakland.

Proposals for civic facilities are discussed below in two categories: (1) *Residential Area Facilities*, and (2) *Citywide Facilities*.

RESIDENTIAL AREA FACILITIES

Residential area facilities are intended to serve residents of the areas in which these facilities are located. The most prominent of these are parks, schools and recreation areas.

In recent years the city and the school district have followed a policy of combining recreation centers with schools on the same site so they may share land and facilities and derive mutual benefits from the larger sites and cooperative administration. This policy should be continued and park area should also be added to certain of these centers.

Plan proposals relating to residential area facilities are based upon such a policy. All new park and recreation sites shown on the Plan are integrated with existing or proposed schools.

Neighborhood and Community Centers

Two types of combined sites are proposed in the Plan: (1) *Neighborhood Centers*, and (2) *Community Centers*. These centers differ from each other in size, in the number to be provided, and in the scope and diversity of services and facilities.

Neighborhood recreation centers will provide relatively simple facilities to serve the daily needs of people living close by, while community centers will provide more extensive and specialized recreation facilities for a larger and more widespread population. Children up to high school age will be the principal users of neighborhood centers, while teenagers and adults will normally use the community centers. Every community center will include a park area in addition to active recreation space. The neighborhood centers, while attractively landscaped, will not provide parks. Every community center will also serve as a neighborhood center for the immediate neighborhood in which it is located.

To meet the growing needs of its citizens, Oakland should provide recreation centers according to the following standards:

Neighborhood Center: One for every 5,000 to 6,000 persons.

Community Center: One for every 20,000 to 25,000 persons.

Applying these standards to the 500,000 projected population, 65 neighborhood centers and 22 community centers will be needed. Most of these centers already exist in some form, but almost all require expansion of area and development of additional facilities to perform their functions effectively. Only 14 entirely new centers will be needed.

In nearly all cases, neighborhood and community centers will include schools. Land needed for these centers will depend upon whether an elementary, junior high or high school is included in the center, and upon whether a neighborhood or community center is to be provided. Proposed acreage standards are as follows:



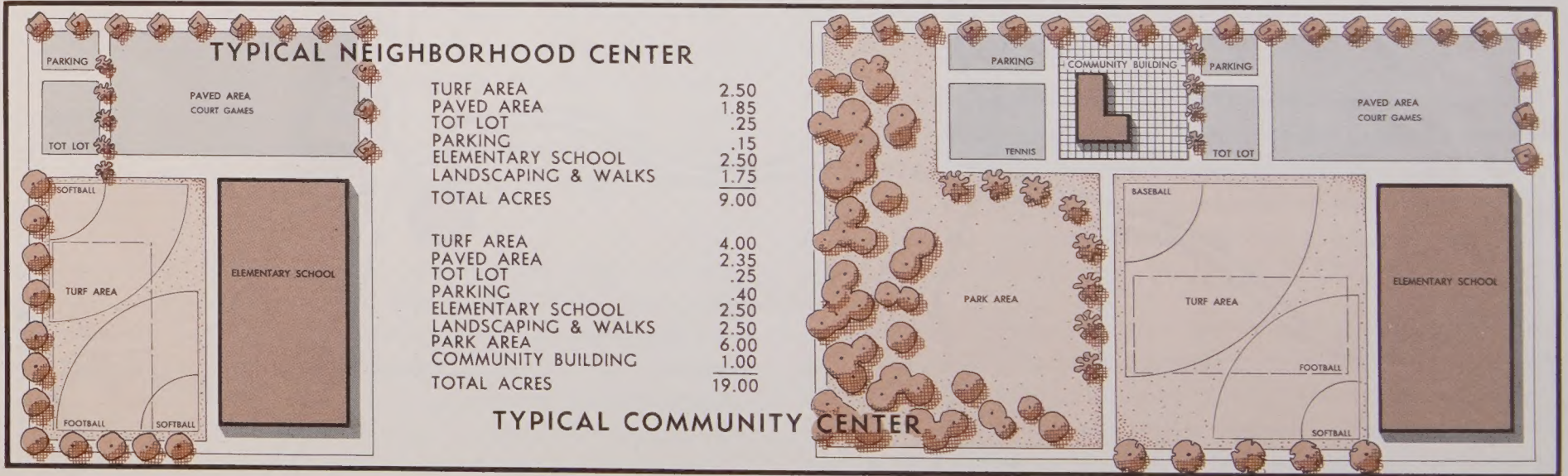
Type of Center	Total Acres Needed If Combined With:		
	Elementary	Junior High	High School
Neighborhood	9	14	24
Community	19	22	32

Gradual development to these standards will result ultimately in more than 700 acres added to the 500 acres now occupied by these facilities.

The illustrations below show a neighborhood center combined with an elementary school and a community center combined with an elementary school. They show the facilities required at each center and the acreage needed. Whenever possible, areas have been designed for more than one use. To reduce the acreage in any center would require the elimination of one or more of the facilities.

Public Schools

There may be 78,000 students enrolled in Oakland schools by 1980—an increase of more than 25 percent over present enrollment. To meet this increase, 22 new schools, including two high schools, three junior high schools and 17 elementary schools will be needed. At the same time, shifts in population and land use will result in the elimination of nine existing elementary schools. Most of the needed schools already are scheduled under an existing school expansion program. Sites for child care centers and a new academic campus for Oakland Junior College will



also be needed. These are not shown on the Plan but will be the subject of future study.

The location of schools is doubly important since they will not only serve their usual educational function, but will be incorporated in neighborhood and community centers. Since locations indicated on the Plan maps are general only, the following principles and standards will guide specific site selection and development:

1. The sites selected should permit as many users as possible to reach the center without crossing major streets or meeting undue traffic hazards.
2. A school should be centrally located in relation to the population it will serve. Maximum walking time for elementary school pupils should be about 15 minutes, and for junior high students about 30 minutes. A majority of senior high students will ride to school in buses or autos, necessitating large off-street parking areas at these schools.
3. Multi-story schools should be built where site areas are limited.

Other Residential Area Facilities

Although parks, schools and recreation centers are the most prominent public facilities in residential areas, other facilities should also be provided. Branch libraries and firehouses, for example, should be located to serve adequately the people in all residential sections of the city. Future plan reports will present proposals for these facilities.

CITYWIDE FACILITIES

Facilities designed to attract people from every part of the city will also attract people from the entire metropolitan area. Just as Oakland residents enjoy recreation areas elsewhere in the Bay Area, so will people outside Oakland take advantage of Oakland's facilities. This is one measure of a regional center.

The proposals below represent a first step toward developing a comprehensive plan for citywide facilities. Further study should consider development of museums and other cultural facilities, as well as integrated systems of hiking and riding trails, parkways and scenic viewpoints and citywide parks.

The General Plan proposes: (a) developing certain new recreational facilities; (b) preservation and expansion of existing facilities; and (c) policy regarding major open spaces within the city. The recreational needs met by the regional park system bordering Oakland have been recognized in determining needed citywide facilities.

New Developments

Skyline Boulevard, Joaquin Miller Road and Golf Links Road are proposed as landscaped parkways including riding and hiking trails, and parking and picnicking areas.

Three major new recreational developments are shown in the Port Area. They are:

an 18-hole golf course adjoining the airport, a small craft harbor at Jack London Square, and a harbor for larger vessels near the end of the Bay Bridge Mole.

Existing Facilities

All existing facilities of citywide importance are proposed for improvement and expansion so they may meet increased demands resulting from population growth in the city and the metropolitan region.

Peralta Park, adjoining Civic Auditorium, is proposed to be extended to the Eastshore Freeway and linked to Jack London Square by a new parkway. This creates a possible site for a regional attraction such as a multi-purpose stadium or civic arena.

Expansion of other parks is also shown. Among them Knowland State Arboretum and Park is enlarged, and Leona Park, Chabot Observatory and York Trail are expanded and linked together.

Lake Merritt is one of the city's major scenic and recreational attractions and an essential element in Oakland's townscape. A tremendous increase in use of Lakeside Park is anticipated with new business and residential development nearby. New uses proposed

for this area therefore should occupy new sites rather than existing park or recreation land.

Boundaries shown for the Civic Center modify the boundaries in the 1947 Civic Center Plan. Site planning and architectural design of buildings in the Civic Center, detailed in the 1947 plan, should be reconsidered to permit easier stage construction and more informal development.

Public Open Spaces and Institutions

Undeveloped land owned by the University of California, the California Schools for the Deaf and Blind and the East Bay Municipal Utility District, is a valuable natural asset to Oakland. With open land rapidly disappearing these areas should be retained as a reserve of public open space.

The Institution category on the Plan includes private schools and colleges, an expanded area for the medical facilities on "Pill Hill," Highland Hospital, two country clubs and several cemeteries. Some of these lands are also important open spaces within the city. The two country clubs in particular are valuable since their golf courses provide needed recreation facilities. Should the operation of these private golf courses ever be discontinued, they should be secured as public courses.



OAKLAND'S FUTURE

The presentation here of Oakland's first comprehensive General Plan marks the beginning of two continuing processes: (1) The utilization of all possible means to translate the Plan into action; and (2) the regular review, modification and extension of the Plan. Through these processes the Plan becomes a living document and the projections and proposals it contains are kept sufficiently in advance of emerging development to be both a challenge to and a meaningful check for action.

Translating the Plan Into Action

As a broad, long-range guide to community development, the General Plan serves the following important purposes:

- 1. The General Plan is the City Council's guide in evaluating proposals for physical changes and scheduling municipal improvements.
- 2. The Plan is a guide for the Planning Commission and for city departments in making recommendations and conducting more specific studies.
- 3. The Plan is a framework within which to develop policy for zoning, subdivision regulation and urban renewal.
- 4. The Plan, as a source of information and a statement of public policy, is useful to citizens and businessmen in making decisions regarding their own development plans.

Review and Extension of the Plan

The General Plan should be reviewed regularly in order to maintain its effectiveness as a guide to future development. Citizens, civic and business groups, and departments of city government will be invited to suggest changes and additions. Periodically, perhaps every five to ten years, the sum of such amendments will necessitate a complete revision of the Plan.

As the General Plan is reviewed and translated into action, it will be supplemented by more detailed plans fitted into the broad framework it provides. These plans fall into several categories:

- 1. More precise plans for particular areas of the city.
- 2. Development plans that precede the preparation of architectural drawings for individual projects.
- 3. More intensive studies of civic facilities and services.

In reviewing the General Plan and in preparing new plans, the Planning Commission needs citizen participation. City planning is a basic process by which the city government and citizens join in an attempt to guide the community toward realization of its long-range goals. It can be successful only if the people let their wishes be known.

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way treatment is not justified.

Other changes in the freeway system are:

scope of the General Plan.

Photo: Albert Harris and Associates, Oakland